

CHILD WELFARE LEAGUE OF AMERICA, INC.

130 EAST TWENTY-SECOND ST., NEW YORK, N. Y.

VOL. XXI, No. 9

BULLETIN

NOVEMBER, 1942

Wartime Influences on Juvenile Delinquency

By ALICE SCOTT NUTT

U. S. Department of Labor, Children's Bureau, Washington

MOST writers on the subject of juvenile delinquency in the United States since this country entered the war have referred to the experience of England which suffered a sudden rise in such delinquency soon after the outbreak of war in September, 1939. Figures published by the Home Office show that during the first 12 months of the war as compared with the preceding 12 months there was an increase in delinquency of 41 per cent among children under 14 years, of 22 per cent among adolescents 14 to 17 years of age, and of 5 per cent among those 17 to 21 years of age. Generally it has been assumed that delinquency here will follow the same pattern as in England and for the same reasons. In this point of view are undoubtedly both fallacy and truth.

Even in peacetime, statistical comparisons as to the extent and seriousness of crime and delinquency in the two countries are practically impossible. The United States lacks official statistics on a nationwide basis. Differences in laws, court organization, and political structure affect the comparability of items. Differences in social and economic conditions as well as in population composition further affect the incidence of delinquency. Nevertheless, it is generally accepted that in peacetime, England with its homogeneous population and its compact governmental organization has less delinquency and crime than does the United States with its heterogeneous population and decentralized governmental organization. In wartime these differences continue to exist, while still other points of difference are introduced. England is in the combat zone while the United States is not, which means that in England accustomed ways of living are subjected to the strains and stresses of bombing, blackouts, shelter life, mass evacuations, and rationing of practically all commodities. On the other hand, some situations are common to the two countries, for example, separation of families because men are serving in the armed forces or have gone to

other communities to work in defense industries, lack of parental supervision because of the preoccupation of the parents with war work, and greater employment of young people.

Quite probably there will be an increasing number of ways in which the two countries will have similar experiences. This being true, the United States can learn much from the ways in which England has attempted to meet the problems of its children and young people.

Although statistics of delinquency on a nationwide basis are lacking for the United States, it is estimated that under ordinary circumstances approximately 200,000 children come to the attention of juvenile courts each year for reasons of delinquency. This estimate is based upon the reports of a group of courts, serving almost 40 per cent of the population of the United States, which co-operate with the Children's Bureau in a voluntary effort to establish a uniform method of reporting statistics of delinquency cases brought to the juvenile court. Inasmuch as juvenile courts deal with only a part of the total number of children who present behavior problems, the problem is a sizable one even in normal times. Statistics for the first year of the United States' participation in the war are not yet available because the courts which report to the Children's Bureau do so on the basis of the calendar year. However, the effects of the war upon the United States are so far seen primarily in conditions which began to get under way during the defense period that preceded actual entry into the war. Therefore statistics of delinquency for 1941 as compared with those for 1940 should have some significance.

*Some Factors Which Cause Delinquency*

Preliminary reports of the number of delinquency cases dealt with show an increase of 6 per cent in 1941 as compared with 1940 for the total group of report-

ing courts. Still more significant is the fact that more than three-fifths of the individual courts disposing of 100 or more cases reported an increase in the number of delinquency cases. For some courts this increase was a substantial one. In some communities the increase in delinquency needs to be related to an increase in total population, nevertheless sufficient evidence exists to indicate that many of these are actual rather than merely apparent increases in the amount of juvenile delinquency. This evidence is found in descriptive reports and statements of conditions existing in certain communities received from other sources. Some of the reports relate to overt acts by young people, such as the practicing of prostitution by young girls; some reports refer to behavior that is frequently a forerunner of actual delinquency, such as the drifting of young girls from rural areas to urban areas and camp areas to seek employment in cheap beer parlors and taverns and the rejection of parental control and supervision by adolescent boys who for the first time in their lives are earning wages—and high wages at that; and other reports deal with community conditions that are generally regarded as fertile soil for the development of juvenile delinquency, including overcrowded housing, lack of recreational and leisure-time facilities, overcrowded schools with inadequate equipment, and the absence of social and legal measures for the protection of children and young people from unwholesome community influences.

The phenomenon of juvenile delinquency in war-time calls for insight and understanding on the part of all who deal with children and adolescents. Circumstances and situations that threaten or disturb the security of the child's personal or family life or that surround him with unwholesome influences have long been regarded as related factors, if not causative factors, in juvenile delinquency. To a considerable degree, and especially during depression years, these factors have been looked upon as products of poverty and unemployment—of course, we all know that children with deep-seated emotional problems are to be found in homes in which the economic situation is not a predominating factor. At first thought, therefore, it would seem that many of the factors which we have associated with economic conditions would vanish with the advent of war activities that have resulted in better economic status for the families of many children; further consideration reveals that some of them persist, although for reasons other than economic ones. A home may be broken up, not because the father has deserted the family as a result of his inability to find employment or of domestic

dissension, but because he is serving in the armed forces or has gone elsewhere to work on a defense project. Children may lack the supervision of the mother, not because she has to help to support the family but because of the demand for skilled women to release men for military service. Communities that have had a mushroom growth may have inadequate facilities for housing, health, recreation, education, and social service because the establishment of such facilities has not been able to keep pace with the growth of population.

The actions of some young people may be only symptomatic of their real problems. For example, the young girl who becomes involved in sex irregularities with men of the armed forces or with defense workers may not be emotionally precocious, she may be attempting merely to copy what she sees older girls doing without any real understanding of the implications of her actions. Frequent reference has been made to the behavior of youths in England who, although earning high wages, have been brought to the court for delinquencies which include stealing. Perhaps the explanation lies in the fact that some of these youths have never had an opportunity to handle and spend money. Now that they are earning what seems to them to be a small fortune, they may have little appreciation of its value or of the limitations upon its purchasing. They doubtless spend on a scale that outstrips their earnings and for types of entertainment that expose them to unwholesome influences with the result that they find themselves in situations with which they cannot cope.

Especially is there need for understanding of the psychological aspects of war that affect the emotional stability of children and adolescents. The quickened tempo of life and new stresses and strains are added to what we regard as problems more or less normal to childhood development and adolescence. Children too young to understand what is happening may nevertheless suffer as a result of the fear and tension that they sense in the adults around them. Children already unstable may have their maladjustments accentuated by the increased tensions around them and by the disorganizations and dislocations of family and community life. Older children, spurred by the urge to action that comes with the emotional charges of war and danger, may attempt to express their patriotism in unwise or socially unacceptable ways, as, for example, the boy who runs away from home to join the army, the boy who steals metal to contribute to the salvage drive, or the girl whose admiration for soldiers leads her into sex delinquencies.

Children need and want security but they also need

and want experience. The latter is especially true of adolescents. For years because of the depression we have held youths back from maturity; now because of the war we ask them to accept responsibilities. The fact that we are now speeding up the maturation process does not relieve individual youths of physical, psychological, and emotional changes and stresses that are a part of growing up. Some will meet no particular difficulties in this acceleration of the growth process. Others, because their development is uneven causing them to act at times like adults and at other times like children, will need help in growing up wisely. But above and beyond all these pressures upon youth are the great movements taking place in the world today that will eventually remold our economic and social structure. Young people are sensitive to these movements and react to them even though they may not be entirely conscious of them or articulate about them.

Some communities are well aware of what is happening and are attempting to organize themselves to deal with the problem. Others, because the circumstances of war in the United States are less dramatic and spectacular than in other parts of the world, do not see some of the problems that are building up slowly. Because the reasons for which children are brought to court are in terms of specific offenses, much the same as formerly, the connection with the war situation is often missed. Because the community conditions which foster juvenile delinquency are changed only in degree and intensity, not in kind, the need for stronger and sometimes different methods of attack is not always recognized.

#### *Permanent Safeguards to Child and Family Life Combat Delinquency*

Juvenile delinquency in wartime does not present a totally new problem. Rather it presents an old problem in which some of the points of emphasis are different. Also on the surface some of the social and personal situations that foster behavior problems are similar, although their causes are different. This being true the action taken to deal with delinquency in wartime involves much more than emergency and temporary measures that are to be dropped as soon as the war is over. It is here that the experience of England has real significance for us. In the midst of combat England is thinking and planning for the future. Even as action is taken to meet the demands of the present emergency, thinking is going on in terms of the long-time objectives of the future. It is impressive to note that as British leaders talk of work that was undertaken as emergency measures, they

frequently emphasize that it is intended that certain aspects of this shall continue after the immediate crisis is over. They are recognizing as we need to recognize, that a structure of political, social, and economic life must be built in which certain safeguards for child and family life are the rule and not the exception. Furthermore, the ways in which they have met certain urgent problems of the present and the difficulties of following certain routines of the past has led them to question the necessity of some of these routines and to reevaluate techniques. Writing on some changes that have taken place in the work of the London Charity Organization Society as a result of the war, Susan Stainforth says: "It seems to be the right time for case workers to take stock of their position with a view to improving and adapting their technique to changing conditions, to considering what should be their function in the field of social service after the war."

In wartime as in peacetime approach to the prevention of juvenile delinquency must be made through basic services to children and their families and through the control of community conditions. Services that build up the economic and social security of the family and its members must be supplied if they are lacking and strengthened if they are weak: financial assistance and case work service to meet breakdowns in family life; community facilities to supplement home care when mothers are employed; effective health service and medical care to safeguard both mental and physical health; opportunities for education; safeguards with respect to child labor and youth employment; and opportunities for wholesome companionship and leisure-time influences.

Community influences must be controlled by means of laws and ordinances relating to conditions on the streets and in public places, in centers for commercial recreation, and in service industries, particularly those providing shelter, food, drink, and entertainment. Legal provision must be made for the inspection and control of health and social conditions in these places and these service industries, and for the protection of youth and the prevention of their exploitation for commercial gain. Still more important is enforcement of these regulatory and protective measures by competent and socially-minded officials who understand the needs of young people and are alert to recognize destructive influences.

#### *A Sound and Inclusive Welfare Program Essential*

But regulation alone would be a negative method of controlling undesirable community conditions, therefore protective and preventive services should

be developed as part of or in close relation to local law enforcement agencies. Persons who understand young people and who are skilled in social-work methods should participate in the inspection of commercialized recreation, the enforcement of laws for the protection of youth, and the observation of conditions that result in the exploitation of youth. Such participation by social workers will lead to the discovery of many children and young people who are in situations of social danger. To help them and their families to meet their problems, the community must make available facilities for social service and educational and vocational guidance.

Paralleling efforts to eliminate harmful influences must be efforts to substitute constructive influences. Such efforts should include furnishing adequate play facilities for children, giving young people opportunities to form constructive companionships and associations in the neighborhoods in which they live and fostering carefully supervised group activities that contribute to the upbuilding of character. They should take into consideration the leisure-time needs and interests of all groups. In some communities there is now danger that the needs of children and adolescents will be overlooked in making provisions for adults.

Closely related to the preventive services—in fact sometimes so close that it is difficult to tell where one group ends and the other begins—are the treatment services. In relation to children already exhibiting behavior problems one thinks of agencies such as the police, the juvenile court, the probation office, the child-guidance clinic, the detention home and the institution for delinquent children. With increased public interest and concern about juvenile delinquency, the pressures upon these agencies are likely to be especially heavy. It is necessary that they be adequately prepared to accept and discharge their responsibilities.

More than at any other time we need to preserve essential services directed toward the prevention and treatment of juvenile delinquency. Otherwise many of our youth will suffer grievous harm. This will not always be easy to do for demands upon private and public funds as well as upon services and skills will be many and compelling. The community and the agencies will need to think through clearly what we believe our children need if they are to be adequately prepared to face the future, what we are trying to do in our various programs, and what we want to preserve for our children.

To give up some aspects of health, social service, education and the like would be to deny our faith in

the future for which we are fighting. On the other hand, we must relate ourselves to present conditions. We must constantly evaluate and reevaluate what we are doing and endeavor to distinguish between essential and nonessential services. In some aspects of agency programs we may need to shift emphasis. We shall have to devise ways of meeting situations created by the war. Increasingly institutions and agencies are experiencing the loss of skilled workers and having to take on inexperienced persons. To utilize the contributions of skilled workers to the best advantage and to increase the competency of the less skilled and experienced, it will be necessary to utilize the trained workers in key positions which involve supervisory and consultative service to other staff members. In some instances the key workers will have to make their contributions outside of the agency. In this connection the discussion at a conference held under the auspices of the British Child Guidance Council is of interest. The subject of the conference was "The Future of Child Guidance in Relation to War Experience." Increased demands upon the staff of the clinics has led them to consider how to extend their sphere of service. Conditions precipitated by evacuation, bombing, and other war-caused problems have brought the clinic staff into closer relationship with teachers, social workers, administrative officials, and parents. The clinic staff members have therefore had an opportunity to carry on educational and preventive work with the others by helping them to gain a better understanding of children and their mental, physical, and emotional reactions at a time when they are ripe to receive it. The discussion suggested that the whole energies of the psychiatrists, psychologists, and psychiatric social workers should not be concentrated on the children who come to the clinics—in fact it was questioned whether more would not be done by broad educational programs than by intensive clinical work. Although some of these situations are not as pressing in the United States as in England, where problems have been thrown into high relief by the immediacy of war conditions, nevertheless there are some pertinent suggestions here for us.

If, as there seems to be little doubt, we are to be faced at one and the same time with increasing demands upon the services that deal with delinquent children and with inroads upon skilled and experienced staff, then we must consider ways of facing this situation among agencies as well as within agencies. There will need to be clearer understanding of the primary functions of each agency and within the

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## Casework Service to a Day Nursery

ELEANOR P. SHELDON, Director

Family and Children's Center of Stamford, Connecticut

IN THESE days of mass employment of women in defense industries, and the resulting increased demand for day care for children, the relation between case work and day care services seems to take on a new and rather different importance from that which it formerly held for case worker, day nursery and, last but far from least, the mother herself. The preparation of this paper has brought to the surface a good many questions about the whole relationship without, however, providing the answers. Many of these questions may be pertinent only to the local situation which has furnished the material for the paper; others may already be of concern to workers in other communities.

For the past three years the Stamford, Connecticut, Day Nursery, which is a member of the Community Chest, has been working very closely with the city's two case work agencies, each of which provides both family and child placing service. The Day Nursery has a capacity of 90 and an average attendance of 80. It is nonsectarian and accepts both white and negro children between the ages of eighteen months and six years, providing care five days a week from seven in the morning until six or seven at night. Upon admission each child is examined by the Nursery's physician. The staff is composed entirely of graduates from accredited nursery training schools.

Intake for the day nursery is handled for Catholic children by The Catholic Welfare Bureau, which gives service to Catholic families and places and supervises Catholic children in foster homes and a few special institutions and for others by the Family and Children's Center, which is nonsectarian, is a comparatively recent merger of the former Family Welfare Society, Stamford Children's Service, placing and supervising non-Catholic children in foster homes or special institutions, as above and Child Guidance Service. Both these agencies are staffed by trained case workers. This arrangement was made at the request of the Nursery's director, whose feeling it was that the families of many of the children had problems which affected the progress of the child and his use of the Nursery experience. It was felt that a case worker might be able to help parents find solutions to some of these problems, which they were otherwise likely to discuss with the Nursery staff when they came to bring their children or to call for them at night.

At the time the plan was started, the workers in both agencies were carrying undifferentiated case-loads, so that the question of whether the matter was one for a family or a children's worker did not arise. Since that time the Center has differentiated its case-loads on the basis of family service and child placement, but retains a central intake department for both services. Thus we have here no present need to answer that particular question.

### *Intake Practice When Day Care is Primary Need*

In practice, this intake arrangement works somewhat as follows: A parent, usually but not always the mother, applying to the Nursery for admission of a child, is directed either to the Catholic Welfare Bureau or to the Center, both of which are only a few minutes' walk from the Nursery. The mother is there seen by the agency's intake worker, and discusses with her the reasons for placing the child. The fee, which may be graduated according to income, is also discussed and the proper amount agreed upon, and the mother tells something about the child's development, his present stage of toilet training, eating habits and so on. However, before accepting the child for the Nursery, the worker telephones to make sure that there is a vacancy in that particular age group, and also to recommend, if necessary, a modification of the fee. Upon approval by the director of the Nursery, the mother is told that the child will be accepted. If it is her first application she usually has him with her, having expected to be able to leave him at the Nursery at that time. In most cases she returns there at once and leaves him for the rest of that day. Some workers have reported that parents seemed confused about why they were asked to make the two extra trips, but that in spite of this they seemed to accept it as a necessary part of the application process.

On the whole, it is seldom that this intake interview results in a continued contact with the family on the part of the nonsectarian agency. It is more likely to continue as a case with the Catholic agency, particularly when the giving of face sheet information has brought to light some religious irregularity, as for example marriage outside the church, or failure to have the child baptized. Speaking as a worker in

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## BULLETIN

Published monthly (omitted in July and August) as the official organ of the Child Welfare League of America.

Henrietta L. Gordon, *Editor*

The Bulletin is in large measure a Forum for discussion in print of child welfare problems. Endorsement does not necessarily go with the printing of opinions expressed over a signature.

Annual subscription, \$1.00

Single copies, 10c.

Checks payable to Child Welfare League of America, Inc.

### Honolulu Sustains Good Service

THE Child and Family Service of Honolulu again stirs admiration and offers stimulating suggestions for any of us on the mainland who are inclined to excuse lethargy by blaming our limitations on the war. Letters dated October 21 and 24 from Dwight H. Ferguson, Executive Director of this Honolulu member of the Child Welfare League, tell of stalwart efforts on the part of this agency and the United Welfare Fund.

"We have just completed the United Welfare Fund campaign for the year with very satisfactory results. The campaign goal was \$600,000 and they were able to secure over \$650,000." Without acquaintance with actual budgets of the participating agencies we may presume that Honolulu has voted with dollars to sustain its services to children and to sustain pre-war standards or improve upon them.

Added to the problems of hiring workers are the headaches involved in arranging for their transportation. And transportation to Honolulu seems to be as scarce as social workers. The passage from the United States must be approved by the Military Governor in Honolulu. He notifies the Navy authorities who in turn notify the workers at the time transportation becomes available. Mr. Ferguson has found the military authorities co-operative—but transportation is not to be had for the asking and interpretation to a general in the office of the Military Governor was a prerequisite to co-operation. Five workers have been employed and transportation for them has been approved.

Extending and improving case work supervision is a clearly defined current objective of this society. Such gains naturally will be paralleled by improvements in case work. Extension of services to provide case work for certain children's institutions also is being considered.

The League's case record exhibit is enroute to Honolulu. It is significant that the staff of this member agency, with its days amply filled, counts on study of case records. The League, through every

channel available, has sought to serve this outpost member agency. Not only the League's office but also the Children's Protective Society of San Francisco has helped to arrange for transportation of the case record exhibit. Mr. Ferguson acknowledges, with some enthusiasm, the services received from the League.

The Island of Oahu is defended by something stronger than guns, ships or planes,—a spirit which assures a maximum and aggressive military defense and an equally sturdy and alert community service, striving for the best which modern child welfare workers can provide.

—HOWARD W. HOPKIRK

### Plans for 1943 Case Record Exhibit

THE Planning Committee of the Case Record Exhibit for 1943 engaged in an all-day meeting October 26, 1942, in the office of the Child Welfare League of America. In attendance were Mrs. Henrietta L. Gordon, Publications and Information Secretary of the League, under whose auspices the record exhibit was conceived and continues; two regional chairmen of the 1942 exhibit committee, Mrs. Henrietta Krohn, Child Welfare Association, Atlanta, Georgia, and Mr. Robert M. Mulford, The Rochester Society for the Prevention of Cruelty to Children, Rochester, New York; and four Regional Chairmen of the 1943 Exhibit Committee, Miss Pauline Ashcraft, The Children's Home, Cincinnati, Ohio, Miss Margaret Gray, Westchester County Department of Public Welfare, White Plains, New York, Miss Eleanor Meckelnburg, Pennsylvania Department of Public Welfare, Harrisburg, Pennsylvania, Miss Grace W. Redding, Children's Bureau, Syracuse, New York; in addition to these the National Chairman of the 1943 Exhibit, Mrs. Ferebe S. Cone, Child Welfare Services Division, State Department of Public Welfare, Columbia, South Carolina, who presided. The need to continue the exhibit was approved even in the face of increased demands on agency time because of its value in stimulating agencies to review their method of recording and along with that their case work practices and processes. The pressures under which agencies will be increasingly subjected to, make such self-examination vital.

Mrs. Gordon gave some comparative information on the two past record exhibits and the extent to which they have been used, commenting on the value of the activities of the regional committees in providing for many agencies their first chance to discuss recording and hence case work as evidenced by the

improved recording found in the League's second exhibit in comparison with that in the first one. She spoke also of requests coming to the League for records of services incident to the war.

The arrangement for the national conference to be held in three sectional meetings, beginning with one in New York about the middle of March and the others following at monthly intervals in Missouri, and Ohio will be an additional complication this year as it will mean speeding up the selection and assembling of records. It was recognized that the regional committees may not be able to function in the same ways as formerly because of lack of transportation facilities and limited staff, both clerical and social work.

The tire shortage, the rationing of gasoline, overcrowded and irregularly scheduled public conveyances, drafting of social workers, psychiatrists, psychologists, physicians, the demands on clerical and stenographic workers as well as the creation of new service agencies or the addition of these services to established agencies, are factors that touch and affect not only the amount of work being done in social agencies but the very nature of it. The committee's was not a pessimistic view of this state of affairs. If agencies recognize their responsibility to function in this new situation with the same relative adequacy and on as sound principles as ever, it must be faced with less of the fear of lowering standards and more as a phase of growth and change. Hopefully the records will cover not only current but agency philosophy and practice, newer services such as those of the protective agencies, of counseling for day care, of day nurseries, or of agencies performing case work services for day nurseries, indicate that agencies expect this material to be made available.

Brief reference was made to the many new or increased problems which are springing up in urban areas. The "block mother" has come into being as turns are taken among mothers in caring for children in small congested areas. There are parents now working who still cannot pay for the care of their children, other parents who jointly with neighbors are satisfied to hire a girl at small cost who looks after several families of children. What are their rights versus the community which objects to the quality of care being given? Where schools are increasing their facilities to care for children for longer hours, will social services be offered? Will there be records?

Also some agencies have been forced to modify forms of recording to shorten records due to inadequate clerical staff and are asking for experiences of other agencies in meeting this problem. In this con-

nection, the question was raised as to how much conscious modification of recording there is. One contribution of the exhibit at this particular time was conceived of as encouraging thoughtful consideration of modification recording. Considerable discussion at this point emphasized the importance of more planful organization of record material which will involve less stenographic service but more attention on the part of the social worker. This will necessitate consideration of summarization or as the group termed it "modified recording." Modified recording is not an inferior type of recording but perhaps actually a more skillful type of recording since its aim should be to cut out non-essentials. Process and chronological recording should not be discarded if they are needed. It probably will be necessary for agencies to take short-cuts in their recording but these short-cuts should in no way conflict with the purposes of a record. Records will be sought that stress the worker's responsibility to the client during the present additional exigencies such as boom town experiences, migration, and breaking up of families both for industrial and military reasons, mothers in industry. Case records are a tool of the worker and the quality of her professional performance is reflected in her ability to use that facility.

Another increasing practice among agencies may be the use of case aides, visitors in training, apprentices, volunteers, etc., and it was thought that the relative place of these workers in the case work program of an agency might well be seen from a case record. Many agencies are interested in knowing what area of service may be so delegated and how the whole job will be correlated.

As the committee began to consider the job confronting agencies in the selection of these workers, learning on the job, whose individual responsibilities will be determined by the relative stability of the personality of each of them, the discussion entered another field of related services of children's agencies where this responsibility will be taxed further. There will be new problems in home finding and in the use of foster homes, of housekeeper services, with less supervision due to curtailed travel. Again, how this is met on the case by case basis may be expected to be found in the case record. Other problems, such as care by older children (school age) of the younger children whose parents are working, the sharp changes in incomes of families we are working with and the resulting social repercussions.

Regional chairmen will be communicating with you shortly.

—(MRS.) FEREBE S. CONE

*Chairman, 1943 Case Record Exhibit Committee*

## THE BOARD MEMBER SPEAKS—

### DAY NURSERIES TURN TO THE LEAGUE

When it became apparent to the Board of the National Association of Day Nurseries early this summer that a reorganization of our program was necessary for financial reasons, it seemed wise that at the same time we should study our past functions in order to plan for our future. Some of the Board formed a study committee under the direction of Dr. Neva Deardorff, Assistant Director of the Welfare Council of New York City, and set themselves the task of examining their services to day nurseries. We wrote all our member nurseries asking them what had been valuable in their relations with us, what they had lacked in their experience and what suggestions they might have for the future. We received many answers, some of them enlightening, others not so much so. We asked the Child Welfare League of America and the Family Welfare Association of America and the National Federation of Settlements to a joint meeting where we discussed the possible relationships in our field. We also had a meeting with representatives of education services as we felt that as all good day nurseries include a nursery school, we should draw more closely to the educational field.

At the end of two months we became convinced that while there was an increasing need for day care in this country and a place for a strong co-ordinating agency to guide day nurseries, it was increasingly difficult for us to finance such a service which would be adequate in these demanding times. We all were convinced of the importance of the work and hoped that we could find a strong national agency that would be interested in carrying it on. The Child Welfare League of America, with its traditional services to children receiving care outside their own homes, seemed the logical organization to which to turn. We approached Mr. Hopkirk through Dr. Deardorff and were much encouraged by his interest. Mr. Hopkirk subsequently talked to Mr. Mayo, who brought the matter to the Child Welfare League Board at its meeting September 26 and 27. The Board of the National Association of Day Nurseries felt that the Child Welfare League through its member agencies in the children's field was already concerned with day care problems and that it would be a logical step for it to extend its interest to include day nurseries. We felt that the regional activities of the Child Welfare League would constitute a strong re-

source in helping to cover many parts of the country which we had been unable to visit. Finally we felt that the leaders of the Child Welfare League were men and women of great vision and that they with our help would rise to meet the challenge in this very much needed expansion of day care facilities.

We therefore passed a resolution to dissolve our corporation as soon as the proper steps could be taken. We felt that in the past four years we have accomplished some of our goals. We have helped some nurseries strengthen their programs and assisted them to take their places in their communities. We have increased the demand for trained personnel in day nurseries and raised standards. All of these and other services can be expected of the League, in proportion to the funds it obtains. We are regretful at our having to withdraw from the field but we are assured of a bright future with the Child Welfare League of America.

—MARGARET SETON IJAMS  
(MRS. J. HORTON IJAMS)  
*President*

### The League and the Association

The Child Welfare League of America and the National Association of Day Nurseries long have been closely and pleasantly related. Therefore it is a sympathetic organization to which the National Association of Day Nurseries turns over its activities in the interest of a stronger and more inclusive program.

As presidents of these two agencies we wish to confirm the previous announcements on this subject made to member agencies of the League and the Association. To take the steps necessary to dissolve the corporation of the Association a meeting of its members will be held November 18. The League will then begin to admit day nurseries both to its accredited membership and to the role of affiliate. In the meantime steps are being taken by the joint committee of the two agencies to seek the funds needed and to evolve a program for the improvement of day nurseries and all other types of day care and for a practical promotion of all such services.

—MARGARET SETON IJAMS  
*President, National Association of Day Nurseries*

—LEONARD W. MAYO  
*President, Child Welfare League of America*

## NEWS FROM THE FIELD

## TIRE RATIONING AND SERVICES TO CHILDREN

Mr. Robert A. Cotner, General Secretary, New Bedford Children's Aid Society, New Bedford, Massachusetts, presents a case to illustrate the relation of automobile service to children's service. He writes:

"In weeding out some of our old foster home files we ran across the enclosed 'directions' to a foster home which was used successfully for a number of children over a period of years. These were the instructions for reaching that home in 1919:

"To reach the home of Mrs. B. take train to Tremont and ride over to South Carver with mail man, a distance of over four miles. To return it will be necessary to hire a machine from Mr. G. who lives in South Carver and has a telephone.

"To reach by trolley go to Wareham and change for Middleboro car. Get off at Tremont and telephone from Tremont Cash Store for machine; or go to Cabot's Corner and take the road to the right and walk four miles. Mrs. B. lives in a small, green cottage on the South Road. There is a telephone across the street belonging to Mr. A."

"Today if we were to use a home in this locality, we should have the convenience of neither trolley nor train to help us."

POLICY OF WAR MANPOWER COMMISSION  
ON EMPLOYMENT OF WOMEN WITH  
YOUNG CHILDREN\*

In carrying out a program of utilization of women workers, it is important that to the maximum extent, normal family life be preserved and maintained.

To promote that end, and to promote the effective mobilization and maximum utilization of the Nation's manpower in the prosecution of the war, the War Manpower Commission hereby declares the following basic policies:

- I. The first responsibility of women with young children, in war as in peace, is to give suitable care in their own homes to their children.
- II. In order that established family life may not be unnecessarily disrupted, special efforts to secure the employment in industry of women with young children should be deferred until full use has been made of all other sources of labor supply.
- III. Barriers against the employment of women with young children should not be set up by employers. The decision as to gainful employment should in all cases be an individual decision made by the woman herself in the light of the particular conditions prevailing in her home.
- IV. Whenever it is found that women with young children are gainfully employed in essential activities, or that the labor requirements of essential activities have not been met after the exhaustion of all other sources of labor supply and that to meet such requirements women with young children must be recruited, it is essential that:
  - (a) Such women be employed at such hours and on such shifts as will cause the least disruption in their family life; and
  - (b) If any such women are unable to arrange for the satisfactory care of their children at home during their working hours, adequate facilities be provided for the day care of their children during working hours. Such facilities should be developed as community projects and not under the auspices of individual employers or employer groups.

\* Complete report in *The Child*, October, 1942.

The League's two-day conference on protective services will be held December 10th and 11th, in New York City. There will be a supper meeting on Friday, December 11th, or a morning session Saturday, December 12th.

Tentative program and details include an opening general meeting, three round table discussions and a closing general meeting.

The Committee on Legislation of the Children's Bureau Commission on Children in Wartime held a meeting on November 2nd. It was planned the Committee would develop a statement to be forwarded to State Defense Council Committees dealing with children recommending the study of certain problems that may require state legislation, and that this statement will be followed by explanatory material and, in some cases, with drafts of bills.

The British Information Services has released a catalogue of films available for rent or purchase depicting the ways in which Great Britain has responded to its "concern for the care and protection of children in wartime, for the welfare and safety of workers upon whom vital war production depends, concern for the efficiency and spirit of the armed forces, for the preservation of civil rights and democratic freedom, for health, for conservation, for the vigor and power of democracy under fire."

"Five and Under," is a two reel, 16 minute film that shows how this acute problem was dealt with in Great Britain where children are sent to baby minders or to day nurseries, or to resident nurseries. As is pointed out in the film, "Children are of themselves the only future a nation has."

"What of the Children," one reel, runs 11 minutes, shows the war-time increase in communal centers with kitchen and educational facilities, medical and dental clinics and nurseries.

These and many other 16 mm. sound films may be rented for 50¢ for the first reel, 25¢ per additional reel in the same shipment for one day's use, transportation both ways to be paid by the borrower. Prints may also be purchased at prices from \$8.50 to \$15.00 a reel.

For further information, communicate with British Information Services, Films Division, 30 Rockefeller Plaza, New York, New York.

## National Conference, 1943

DUE to the exigencies of the war, the Executive Committee of the National Conference of Social Work has voted to hold the 1943 conference in three regional meetings. The schedule is New York City, March 8-12; St. Louis, Missouri, April 12-16; Cleveland, Ohio, May 24-28.

The chairman of the Child Welfare League's program will announce the League's part in each of these sections at a later date.

## Casework Service to a Day Nursery

(Continued from page 5)

the Center I would say that if a mother does discuss family or other difficulties in the intake interview, she is likely to see the child's placement in the Day Nursery as offering the best solution to such difficulties, and as being the service which she wants from the agency. Because virtually the only restriction on intake is the one of age or, very infrequently, lack of a vacancy it happens only rarely that an application is refused. It will thus be seen that in most cases the parent comes to the agency asking for a specific service, this is given in one contact, and the case is closed as "Brief Service" under the F. W. A. A. classification.

### *Basis for Other Services to the Family*

It should be noted, however, that at some subsequent time the Day Nursery may refer some of these families back to one agency or the other for help with a specific problem. Of those referred back to the Center in this way, the majority come to the Child Guidance service for psychiatric or psychological study, or perhaps for treatment. In this connection it should be stated that child guidance intake is done by the psychiatric social worker on that service, for the purpose of making clinic facilities as directly accessible as possible to agencies and individuals in the community. It is the policy of the clinic to accept children only upon application by the parents themselves or those standing in the place of parents as, for example, the worker supervising a child in a foster home. Thus, while the possible need for child guidance may be first brought to our attention by the Nursery on a more or less consultative basis, the acceptance of the child in the clinic is actually the result of a new application by the parent, to a new person, for a reason quite different from the one she had in coming to the Center in the first place. This is also true, although perhaps to a lesser degree, of the parents referred back to the Center for help with family problems or possible full-time placement of children. At such a time their contact with the agency is on the basis of service actually provided by that agency, and the reasons for such a contact are usually clear to them as well as to the worker. In other words, the client is aware of having a need for a case work service.

Needless to say, the case working agencies quite frequently have occasion to refer their own clients to the Nursery for day care of children, as a part of a

plan worked out with the case worker. In such instances the Day Nursery intake is an integral part of the whole case work process, having for the client relatively little of the significance usually ascribed to an application for service.

So much, for the time being, of the actual mechanisms of the relationship between the Day Nursery and the case work agencies. It may well be asked what provision is made for the children over six whose mothers are employed. This is, of course, one of the problems thrown into especially sharp relief by the present emergency, with the inevitable changes it has wrought in living and working schedules. While Stamford is not a defense area in the sense that Bridgeport is, or Hartford, it does have a good number of factories with defense contracts, most of which employ women. When the community first became aware of the possible need for increased day care facilities, a subcommittee of the Family and Child Care Division of the Social Work Council was appointed to survey the situation and evaluate the need. Their findings indicated that the need was not yet very great, but as more and more women were employed it seemed unlikely that this would continue to be true. The State Defense Council urgently advised that provision be made as soon as possible to meet an emergent situation which might develop very suddenly, and management, when consulted, confirmed this. Accordingly, the local Defense Council's Committee on Health and Welfare Services put the matter in the hands of a subcommittee made up of representatives of the defense industries, the public schools, and the Family and Child Care Division of the Social Work Council. Plans were made for setting up day care centers in various parts of the city as needed, each to be under the direction of a paid professional worker with experience in child recreation and group work, and staffed by volunteers under her supervision.

The first of these units opened in July of this year, in a primary school building across the street from the Day Nursery. It is known as the Civilian Defense Day Care Center, and intake is done on the premises, at certain regular times as well as by appointment, by a volunteer who had training and experience in case work before her marriage. Fees, like those for the Day Nursery, may be modified in accordance with a family's budget. At the time the Day Care Center opened, applications were made for 60 children. The maximum enrollment, however, has been 30, and at present about 20 children, be-

tween the ages of six and ten, attend regularly. Size of enrollment seems to correspond quite directly to lay-offs in factories for conversion or re-tooling. With the reopening of school this fall, it was arranged that employed mothers wishing to enroll children of primary school age in the Day Care Center might have them transferred to the school which houses the project. They are admitted in the morning from seven-thirty on, and remain after school until six o'clock. During the school year the program is under the supervision of the director of the Day Nursery, and is carried out by a member of her staff who works in the Nursery while school is in session.

I should like to refer again to the fact that intake is done at the Day Care Center by a case worker who is there for that purpose. This is the procedure for parents referred by the case working agencies as well as for those who apply on their own initiative. It is followed in order to dissociate the project as completely as possible from any connection in applicants' minds with "The Welfare" which everyone, including the agencies themselves, have agreed is essential. This seems to be an acknowledgment of the fact that in the public mind social work still carries a connotation of financial need and dependency, in spite of its being true, in theory and in fact, that case working agencies do not restrict their services to any one income group.

#### *Definition of the Scope of Intake*

A less obvious acknowledgment, however, seems inherent in the agreement. When thinking in general about a specific service likely to be needed by a large number of people, it is natural to set it up to be as accessible as possible to everyone, regardless of the endless number of private and intimate problems each applicant may have. It is not an assumption that working mothers have no problems, but rather that day care is not set up to meet anything but what is involved in the giving of care to children. The Day Nursery has an equally definite and clear service. It seems likely that after the acceptance of a child for day care, and subject to the experience of caring for him in the Nursery, other problems would become expressed and evident. The accumulation of experience in day nursery care undoubtedly gives abundant evidence that a mother's wish to place her child, or a mother's decision to go out to work, is not often a simple or clear-cut issue. The discernment and the sensitivity of day nursery workers in the interest of children inevitably enlarges the scope of their concern. The realization that this or that child is bound up in all that concerns his parents and all that hap-

pens in his home, the very insight into the child himself as he lives at the nursery, would amply justify the link with case work service.

The question is, can all this that evolves be anticipated at intake? A further question follows, can a case worker act on what she might discern at intake, when both client and worker are engaged in the application for child care in a day nursery? At that moment the case worker is acting on behalf of the day nursery. What is the nature of the skill that would be required to differentiate at intake for the client that one is doing that for which she came, and offering also that for which she has not come? Yet if the case worker does not somewhere in this intake interview indicate her connection with family services, would it occur to the client to use this interview except as the means of applying for day nursery care?

The intake interview in which a client has come for information about day nurseries and is then referred is open to a range of possibilities, from simple information to whatever the client's unspecified concern may be. But is not an intake for application to a definite service already restricted and determined by the conditions under which that service is offered? Would it not be consistently clearer to client as well as to agency worker if the client were referred by the day nursery to the case working agency when and if she needed something beyond day nursery care for her child? A case worker at intake in a day nursery would admittedly have much to offer, as part of that service itself, but the use of a case worker and the use of another organization are not the same thing.

In Stamford the search for a way of introducing case work to the day nursery services resulted in this arrangement. It has worked because the social work community has the advantage of being a close-knit, professionally organized group, accustomed to working together on common problems. It may not have accomplished the entire purpose for which it was originally made, but it has been a constructive and instructive first step, I believe, toward a more effective co-operation in the interest of children.

### **Wartime Influences on Juvenile Delinquency**

*(Continued from page 4)*

chosen field full responsibility must be taken. Unnecessary duplication in service must be avoided and gaps must be filled. This calls for better community planning, for closer integration of services, for more selective use of agencies, and above all for mutual confidence and helpfulness.

Parents, teachers, social workers, and all adults who are in close touch with children and young people have specific responsibilities with regard to them. From these adults, children are learning how to live. From them and particularly from their actions they are forming concepts of ethical and moral values. Particularly important then is the attitude which these adults show toward situations created by the war—the foregoing of luxuries, the acceptance of rationing, and the paying of heavy taxes. More important still is the way in which they meet real hardship and tragedy in the midst of war and show ability to find beauty and joy in simple things. From adults, children and adolescents also, need reassurance and guidance. They need to learn to have faith in the future and in democracy, to draw upon the resources of religion which is not afraid of life but gives life ultimate meaning, confidence and hope.

### BOOK NOTES

INTERVIEWING: ITS PRINCIPLES AND METHODS, by Annette Garrett. Family Welfare Association of America, New York, 123 pp. 1942. \$1.00.

When Miss Garrett agreed to write this book she set for herself a task that well might have been considered impossible, namely, that of presenting principles and methods of interviewing in such a manner that its use need not be restricted to case workers, although approached from a general case work setting.

The author avoids the use of technical terminology, and through a generous use of brief examples achieves an effective as well as rather simple presentation of a complicated topic. Much of the material should be comprehensible to many having no case work experience but a genuine desire to improve their skill in what Miss Garrett aptly suggests might be termed professional conversation. That the work is intended primarily for the case worker, whether a student in a school of social work or an employed worker striving to improve his performance, is apparent.

The first part is devoted to a brief presentation of what case workers consider basic in their interviewing efforts. While the author desires to avoid a discussion of case work concepts, she recognizes the impossibility of doing so, accepts responsibility for including the background material essential to a consideration of interviewing and carefully prepares the way for a more conscious understanding of human behavior. The relationship of the purpose of an interview to the methods used follows as does a brief discussion of many practical questions and the general principles involved in satisfactory interviewing in any field.

The second part effectively supplements this presentation of theory. It includes nine annotated interviews which, with the exception of two unique fictional selections, were gleaned from a number of current interviews contributed by a group of social agencies representing all fields.

The first interview, "Only a conversation," as well as the one entitled, "It Makes Sense—But," is fictional and both promise to be unusually intriguing for discussion since the "author is able to present the subjective feelings of the client, whereas in real interviews we have a report of only his objective behavior." In the first selection a "gov'ment lady" is attempting to ascertain various facts relative to child labor in the community, while in the second, a volunteer worker in London strives to help a mother accept evacuation plans for her children. The interviews recorded by the agencies present situations ranging from anxiety over a first pregnancy to determination to secure an appointment as an air raid warden.

Of special interest to children's workers is one with a bewildered adolescent, "A Guy Acts Tough So Nobody Knows He's Scared," and another with an anxious eleven-year-old girl who was referred to a placement agency after experiencing many traumatic situations. While the author states her comments are not intended to be more than suggestive, one feels many, who will find them provocative, may have little or no guidance in their study. The inclusion, therefore, of questions and/or comments designed to lead to additional study of a selected bibliography included for each interview would have increased the value of the volume.

While it is true Miss Garrett purposely selected interviews which she considered "characteristic of general case work," yet in view of the fact that interviewing children and adolescents presents special problems of which a general case worker may be but vaguely aware, one feels that additional discussion of the handling of these might well have been included. The fact that the interview with the adolescent was considered skilful in spite of its directness and avoidance of leads may prove confusing without this. Perhaps there should be some comment on the fact that the worker was a young man and the difference this might make.

This book will be valuable for class and staff discussion groups under case work leadership and every staff should have access to a copy. Perhaps its popularity will stimulate the author to produce another more technical volume.

—GLADYS E. HALL

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